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ABSTRACT

Four papers and two reports from three sections concerned with library science periodicals and serials publications in libraries include discussions of the role of library and information science journals and their coverage by indexing services as well as a description of an online system for serials, a report from the working group on newspapers, and definitions of official publications from 11 countries and agencies. Presentations include "Role of Library and Information Science Journal in the Development of Effective Library Associations," by E. Bejide Bankole of Nigeria; "The Efficiency of Library Journals with Regard to Readers and Documentation," by Reimar Riese of East Germany; "Library/Information Science Periodicals from Developing Countries: Coverage by the Major Abstracting and Indexing Services," by Nicholas L. Moore of the United States; and "The National Serial Data System in the Federal Republic of Germany," by K. W. Neubauer from West Germany. (RBF)

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INTERNATIONAL FEDERATION OF LIBRARY ASSOCIATIONS

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IFLA Council 1981

DIVISION: Education and Research

SECTION: Editors of Library Journals

69/LIBJ/1E

Role of Library and Information Science Journal in the Development of Effektive Library Associations

by
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In introducing my paper my mind goes back to the start of Nigerian Libraries in 1963, and since my topic has to do with a similar situation, I will draw your attention to the motives for the establishment of the journal as an organ of the Nigerian Library Association: These are broadly stated:

(a) To provide a forum of communication among practitioners of the profession and among members of the professional associations.

(b) To provide a means of educating members of the association as well as others, about the subject and practice of the profession.

(c) To encourage research and the spirit of investigation into professional matters and the dissemination of the results of such knowledge and information obtained.

What was true then about the needs of the professional association is still true today; even more so because of the accute information needs of today's generation.

The need for a professional journal has been felt by almost every professional association and this has led to the establishment of such organs. Most professions now publish journals because of the advantages it gives to members in providing a forum for the exchange of views, the discussion of professional matters and the imparting of professional knowledge.

1 [9]

The experience of those who established the journals in the field of librarianship are very similar. Many of the problems that they have are common and the patterns of development and the responsibilities the journals carry in facilitating the flow of knowledge and information and maintaining a direct contact with a specific or specified group are similar. The history of the development of the journals is marked by the independent and local origin of the majority. Each was required to develop its own editorial style and practice and satisfy the given objectives for which it was established. Primary among which was to serve as a channel of communication between libraries or members of a library professional association.

The library profession is very young in most of the developing countries. Unlike the old professions of law and medicine, librarianship is still striving to be recognised by the Governments and accepted by the community as a profession and to have its practice regulated by law. Because of these facts, it is very necessary that the profession has to establish a means of promoting itself and thus educating the people and the Government on its roles and functions and of the necessity for its recognition.

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The formation of library associations has been one of the major steps taken to ensure professional development by bringing together under one umbrella people engaged or interested in the practice of librarianship. The main functions of the library association are to continually call attention to the importance of library and information services at the various levels of societal life, set standards of professional practice, and/build up a body of knowledge and codes of practice that are necessary for advancement and development in the profession. It establishes a common front for practitioners of the profession for the discussion and exchange of ideas and knowledge on matters of mutual interest. Library professional journals have been the most powerful means by which the association can perform these functions.

These general functions assumed varying dimensions and importance at the various stages of the development of the library association. At first, it was enough only to maintain regular communication with members on the various programmes of the association. Such an association required constant interaction between the members, by meetings, conferences and the circulation of information. This had the effect of getting all members involved in the activities of the association and ensured large and willing participation. As the profession gets recognised and the association firmly established with membership large and dispersed,

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it became necessary to establish a degree of training and impart necessary knowledge on, and about library services to members for their professional development. An important means of keeping the association virile and the membership informed is the establishment of a journal, which must be kept constant and in regular communication with members. As the journal assumes a more important and dynamic new role, the general membership looks to it for direction on professional matters. It publishes guides and manuals on various operations and more importantly, it provides opportunity for the discussion of experiences on specific topics or services and airing of views on some controversial and or current professional topics, procedures, and regulations. This results in the raising of the level of education, sophistication and professional awareness among the members. It also harnests the expertise and knowledge of professional members of the association.

"The deadliest disease afflicting the library press is proliferation." This assertion by Eric Moon in 1969[1] may be true of the developed countries. The opposite is the case with the developing countries. There are very few viable journals, and topics of relevance to the developing nations or discussions at the level of library development in the developing country cannot find easy publication. Experience shows that when articles of a local topic gets published at all in an international journal it is often for its 'exortic' or 'novel' appeal than for its intellectual or academic merit.

1. Moon, Eric. "The Library Press." Library Journal 94: 4104 - 5, Nov.15, 1969.

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Perhaps what to expect from the library association journals from developing countries is not high academic or ideological leadership or excellent documentation of new approaches, but the means of propagating the professional ideals, and of documenting alternative applications of already known methods of practice to suit varying local circumstances and standards. While I do not wish to belittle the influence of the international journals in which librarians from developing countries publish in recent years, especially International Library Review, (hence it will not be so bombarded) it is pertinent to note that most of the articles have little more than local relevance and that they have been sent out because there are no local outlets. It is equally true that they do not circulate to those they have been addressed. They should have been handled at the local level where the assertions made could be verified as facts before publication.

In the developing nations, and indeed at one time or the other in the more advanced nations, the professional journal has been found to grow with the association. It has always provided the life blood for the healthy growth of the association. Experience has shown that when the professional journal is strong and publishes regularly, there is noticed a corresponding virile growth in the activities of the association, and when the professional journal declines or shows signs of irregularity, due to any reason whatsoever, the professional association tends to show marked ineffectiveness, decline in membership and less support financially and otherwise.

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It is observed that in most of the library associations in the developing countries the practice has been and still is, towards publishing a journal of news and comments, together with articles on professional practice and research. Difficult as this practice has been to achieve, it has nevertheless answered the aspirations of members and kept their interest in the association. In fact, some members regard the copy of the journal as the only tangible benefit they receive for their membership of the association. It can therefore be concluded that the professional journal is invariably the life of the professional association, which must be kept in continual healthy state of development in order that the professional association can continue to function properly and give the needed direction to the members.

The professional journal should therefore publish regularly and should have a certain amount of professional journalism so that it will appeal to the general membership. To maintain regular publication depends on various factors. The availability of articles considered worth publishing, financial support to cover the costs of editing, printing and distributing; and a competent editor willing to sacrifice some time to the needs of the journal. In most of the developing countries, some of these essential elements are absent.

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Training editors

There are undoubtedly a number of capable librarians who would, under favourable conditions, be willing to give off time to edit the professional journal. It is though not often realised that the job of editing a professional journal demands not only time but ability and a know-how. In order to give librarian/editor of professional journal the necessary assistance, workshops and seminars for editors of library and information science journals should be organised from time to time to train new editors on the various aspects of editorial work and to improve the capability of older ones. This is an area where IFLA could in collaboration with other organisations, like Unesco, be of great assistance. Regional training workshops held at regular intervals on the techniques of editing and the peculiar editing problems of a professional association journal would be of great assistance to would-be editors.

It is increasingly been considered that a course in (journal) editing should be included in the curriculum of library schools, just as management studies now form an important part of a good library school curriculum. Thus, a core of librarians with training in editing will be produced. If this is done, many of the existing professional journals will improve, with the consequent advantage to the professional association and the library profession.

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Financing publication

The expectation of members are usually greater than the level of membership subscriptions paid and the non-member subscribers are too few to make the journals pay their way. Most of the professional associations have continued to struggle to keep the journals going on the believe that the professional journal has had and will continue to have a most determining influence in the development of the association. The proportion of the resources of the association devoted to the maintenance of its journal is usually enormous, and this in time cripples the association and results in the final collapse of the journal and thus leaving the association weaker. It is therefore recommended that IFLA, Unesco or other bodies should find some ways of giving the needed financial assistance:

(a) by sponsorship of professional journals on a regional basis, so that there is at least one virile professional journal serving the needs of a group of developing countries and acting as an organ for the library associations in that group of countries, e.g., Wala News for Federation of West African Library Associations;

(b) by supporting interested publishers to publish journals for an association or regional group, e.g., Nigerian Libraries was published for Nigerian Library Association, by Ibadan University Press;

(c) a once-for-all publishing grant to cover cost of at least a volume will go a long way to put a journal in circulation and provide capital to work with.

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I have tried to establish the need to educate the Government a and public about the relatively young profession of librarianship and the role librarians can play in the life of the nation. It has also been argued how very important it is for the healthy growth of the profession that professional associations are formed, nurtured and maintained in order that members have a sense of belonging, establish standards of practice and exchange professional knowledge. I have also established that in speaking of the impact of library association journals on the development of the membership of the association one cannot loose sight of the position of social responsibility which the editorial columns or the publication policy of some journals could take and how this has helped to re-organise and shape the body politics of the associations and how important it is to keep such journals in regular publication.

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IFLA Council 1981

DIVISION: Education and Research

SECTION: Round Table of Editors of Library Journals

99/UNP/5E

The Efficiency of Library Journals with Regard to Readers and Documentation

Remarks and Recommendations

by
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The efficiency of library journals with regard to readers and documentation

Remarks and recommendations

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Last year in Manila problems were discussed which developing countries have to face when editing, publishing and using library journals. Regarding these "efforts of the mountains" the "efforts of the plains" in developed countries with efficient networks of specialized library journals may be - modifying BRECHT's words - considered almost to be modest.

But do we really go in a smooth road in which we may get on in the future by staying in the same old rut?

If the different situations of developing and developed countries are brought to a simple formula we will realize that shortage on the one hand as well as surplus on the other hand bring about problems with regard to development. Despite of different reasons the effects on library communication and the development of library systems are similar in the long run. Moreover, DOUGHERTY has shown by his own example that everyday worries and trouble of editors come up to one another (1).

This also applies to formal aspects of editing library journals which are increasingly influencing the efficiency of information supply on national and international scale though being frequently undervalued.

Though attention is to be focused on the contents of a

special journal we have realized that contents and design are parts of an irresolvable integrated unit, with contents playing the predominent role. But HEBBEL already said that representation may kill what is to be represented.

Inquiries and observations in library institutions of the GDR reflect a paradoxical situation:

- on the one hand special journals are highly estimated because of their contents (information value) and their relevance (accordance of topics with social and special information need). They have been considered to be important sources of information for both theoreticians and practicians; they have fulfilled an irrecoverable social integration function and have proved to be a means of professional advanced education and exchange of experience;
- on the other hand they partly have been considered to be 'difficult to read' and 'difficult to use'. Therefore as a matter of fact articles in special journals will be used less frequently and regularly than it seems to be necessary. Reasons: question of time, insufficient indexes concerning retrospective searching, too much waste of time in registering them by secondary services.

Even if this 'snapshot' cannot be representative strictly speaking, essentially it corresponds to readability analyses of British (2) and American library and documentation journals (3) as well as to the conclusion SEATON has come to

> "Readership could be increased by the application of principles of more readable writing" (4).

The question for criteria facilitating reception, i.e. a design efficient for both reading and documentation and

linking comprehensibility, expedience and beauty with economic efficiency has been paid more and more attention to because increasing costs and prices, technological progress and problems of publication and information require a critical revision of the traditional library communication system and its adaption to changing communication structures.

Stocktaking has been the first step in order to improve the system of national and international exchange of library information which plays an important part with regard to national library development and international library cooperation. Therefore this concern also refers to the responsibility of national and international library associations. Regarding traditional and automated integrated publication and information systems there are two possibilities of improving:

1. physical layout of library journals
2. organization of their bibliographic control

1. "Admired very much and very much scolded"

This saying of GOETHE is characteristic of the situation of present library journals with borders to neighbouring areas being "more and more pervious".

Necessary and promoted dynamic development of librarianship and library science as a result of ever-increasing social information, education and cultural needs and the development of national library and information systems which has been facilitated by the UNESCO as well as their growing international networks have resulted in an extensive and intensive development of library research potentials and an increase and differentiation of publication

and information needs since the late 1950ies, i.e.,

- the number of special journals within library and documentation systems has been increasing more and more (5),
- the share of articles in the total number of sources quoted in library literature has been growing (6),
- articles in journals have a principal share in publications referred to in bibliographies and publications of abstracting services (7).

Journals play a predominant role within library communication process.

The other side of this encouraging development was referred to by COBLANS in 1972

"Somewhat paradoxically workers in information are just as typically human as in any other profession in the matter of order their own backyard. To put it mildly, the situation in our periodicals - their genesis, use, purpose, and efficiency - is just as haphazard, if not more so, as in the whole field of communication." (8)

Some years ago growing disproportions were already critized, especially at ALA Library Periodicals Round Tables in the USA

- between quantity and quality of journals, (9)
- between professional content and its comprehensibility,
- between the need for documentation aids in order to rationalize bibliographical and documentation procedures and its consideration when designing library journals (11). (10)

Possibilities of overcoming these 'communication barriers'

have been discussed at national meetings for years and years (12). They were on the agenda of the UNESCO Symposia of editors of documentation, library and archives journals in Paris 1972 and Berlin 1978. The participants of these meetings accepted that

- adequate international standards are prerequisites of efficient use, availability and bibliographical control of library journals,
- communication-promoting representation means and methods have to be paid greater attention to by theory and practice,
- there is the necessity of conducting comparative studies on design and use thus increasing the efficiency of library and documentation journals,
- co-operation between editors of primary journals and secondary services has to be developed (13).

First of all national and international associations should take every effort at improving exchange of information, last not least remebering the Duc de Lévis' motto:

2. "Noblesse oblige!"

Not nobility but professional status obliges publications in our special field to "dress according to their position" in order to offer knowledge and experience necessary for professional activities so that

1. readers may select, grasp, process, and if necessary retrieve a maximum of information by expending a minimum of time and energy,
2. bibliographical and abstracting services may register a maximum of information and inform on it by expending a minimum of labour and time.

Starting from the fact that librarians are experts in the field of information supply primary and secondary library publications as well as the organization of library communication may be expected to be examples in general.

> "Deshalb muß der Gebrauchswert, anders ausgedrückt, der optimale unmittelbare Zugriff zu den darin vermittelten Informationen, Erfahrungswerten und neuen Erkenntnissen die entscheidende Orientierung bei ihrer Herstellung sein" (14).

KUNZE's demand may equally apply to

- a comprehensible and clear organization of the text by verbal and non-verbal representation means linked with a reception-promoting, emotional-aesthetic and didactic typography;
- facilitating access by suitably designed documentation aids such as contents lists, indexes, etc.;
- rationalizing and speeding up bibliographical indexing of and information on journals' contents by bibliographical standards for and in periodicals as well as abstracts suitable for being taken over by secondary services.

3. "<u>Are shoemaker's children worst shod</u>?"

NYREN (15) and COBLANS (16) came to the conclusion that this proverb entirely held true for our profession. Librarians and documentation specialists had been less familiar with the information needs of their own field and the demands on the design of journals resulting from them than with the information needs of their customers.

There was an entire lack of scientific studies on this problem.

After all a great deal has been changing. But even if there are excellent examples we have realized that our library periodicals cannot meet every demand up to now.

This was proved by both KÖVENDI's study (17) on ISO-standards concerning design of library, documentation and archives periodicals and apilot study of the author analyzing 52 scientific and library and documentation journals (s. annex 1) selected according to the frequency of quotations in "Informationsdienst Bibliothekswesen" (18) and the list of 'core periodicals' of EDWARDS (19).

Starting from practical experiences of library and information activities of the Deutsche Bücherei and theoretical studies at the Leipzig Book Publishing Institute (20) the analysis is concentrating on some aspects of

- editorial processing of articles (originals),
- arranging of contents lists and annual indexes and
- formulating of bibliographical standards and documentation aids.

We asked: What has been done and what could be done in order to make our journals more comprehensible, better designed and more accessible in every way?

3.1 Improved reading aids for articles

Professional articles intend to provide for latest knowledge and experiences in order to enable interested readers or those we want to interest in to follow-up the author's ideas, make up their minds about them and process and apply results. Comprehensibility has to be made a

cardinal rule of writing and editing manuscripts selected for publishing.

Comprehensibility, however, is of relative quantity only; in general it may be defined as the ratio expenditure (of time, energy, motivation) - result (degree of comprehension and reception of the contents) when grasping information. It will be influenced by

- different subjective aptitudes of readers, which may be considered an individual interaction-relation between cognitive and psychical factors (21),
- 'objective' text properties resulting from the interaction between subject, methodical, stylistic and typographical variables as well as their link with pictures resp. tables or diagrammes supplementing or explaining texts. (22)

An editor, therefore, must try to do his best to treat information adequately in order to get a high level of communication by co-ordinating contents and design according to communication objectives and adapting them to expectations, aptitudes and demands of different user groups.

In this respect it will not do to consider comprehensibility of texts to be a stylistic question only. Merely stylistic text analyses such as those of SEATON (2) and RICHARDSON (3) based upon readability formulas developed by FLESCH, etc. (23) have to be considered insufficient. More important than stylistic transparency by means of simple and clear writing and distinctness of applied terms (24) is transparency of semantic structures of a

text demonstrated by a logic as well as an adequate (with regard to information) composition of semantic statements referring to one another and by a clear organization of the text, the "Gliederung der Gesamtstruktur (des Textes) in ihr äußeres Baugerüst, in architektonische Einheiten" (25) such as divisions, subdivisions and paragraphs. Typography - "the art of making something readable" (26) - should reproduce and illustrate composition and organization of a text by setting off essential text parts, main problems or results, headings, etc.

Regarding organization of a text uniform "text plans" promoted by international recommendations (27) have been put through to a large extent. They will be very efficient concerning information psychology if different elements are arranged according to their functions, if they are referring closely to one another and are marked typographically, thus signaling stimuli facilitating reading.

The author's thoughts and opinions may be reconstructed more effectively if the reader has certain "path marks" available indicating a new topic, a new thought or problems, results, conclusions, etc.

Such 'path marks' are

- typographically clearly marked divisions and paragraphs,
- subheads covering main ideas of the following division,
- typographical display of individual text parts and keywords within divisions and paragraphs.

They

. facilitate rational reading which - according to LOESER (29) - is directed at informing fast on the organization

of a text and its main statements,

- are 'stimuli' serving as documentation aids, reducing the information volume of the text and facilitating the integration of different information into contexts,
- are orientation aids facilitating punctual access to individual information despite of its arrangement according to sequences within the text.

Some years ago NOWOLSKI already referred to "daß das Verdeutlichen der Textstruktur ein grundlegender Aspekt zweckmäßiger Informationsdarstellung mit typographischen Mitteln ist ... (und) in dieser Hinsicht weitgehende Verbesserungen möglich sind" (30).

This also holds true for the great majority of library and documentation journals. An analysis of 200 (every time 2 of 2 numbers of the above-mentioned journals) at random selected articles demonstrated:

1. that a typographically transparent structure of texts composed of main elements according to relatively uniform basic plans has been put through in documentation rather than in library journals. The latter results from differences of subjects and tradition. Some journals asked their authors to write their manuscripts on the basis of a more or less inflexible plan thus getting a clear, well-organized text promoting both concentration on the subject and language efficiency.
2. More than 90 per cent of the analyzed articles of four to six pages were divided into divisions, 100 per cent into paragraphs (s. table 1) typographically marked

by quadrats.

3. Only 80 per cent contained subheads, and only five journals showed consistently and twelve ones occasionally division numbering according to national and international standards (31). Of course, this result cannot be regarded as representative but it corresponds to KÖVENDI's results (32).

4. Displaying keywords of the text in order to "emphasising visibility of an information" (33) is relevant but frequently undervalued or little used because of type-setting costs. Individual typographically displayed words, terms or names (mostly italic, partly small capitals) resp. larger parts of the text, e.g. quotations (mostly italic or small print), main statements (usually indentation, side head) or additional information (small print) were found out in 36 per cent of journals only with even differences between similar articles in one number (s. table 1).

5. Effects of preliminary remarks on information psychology have been undervalued to a large extent as well. Typographically marked by type size or cut resp. different width of column it should indicate the social and professional context of the respective article. It should intend to arouse the reader's interest in the problematic nature of the article and to be a reading aid which by demonstrating new ideas and information illustrate the basic structure, stimulate the reader and call already familiar

facts to mind. Thus the aim of preliminary remarks is fundamentally different from abstracts frequently prefaced.

Only 20 per cent of the analyzed articles included a kind of preliminary remarks usually similar to an annotation thus neither coping with the requirements of preliminary remarks nor abstracts. In the future a more adequate form should be applied with the nature of the respective journal being taken into account.

Critical remarks, however, will not affect the predominantly positive impression: articles in library journals in their entirety have become more readable. But increasing specialization alongside growing complexity of library problems require still greater attention to be paid to comprehensible representation of specific problems as well as communication-promoting editing of articles to be published

3.2 More efficient orientation and searching aids

Journals are serials with a great number of articles and information of different nature on different topics. Therefore specific aids have to be used in order to make them accessible:

Orientation aids facilitating quick and reliable access to relevant individual issues (numbers):

- contents lists
- running titles

Searching aids making retrospective search and retrieval of relevant articles and individual information possible:

- annual indexes.

Of course, significance of contents lists and indexes has been theoretically considered highly efficient for journals being information storage and easily accessible but practice often undervalues it. This also holds true for library journals. There may be two reasons:

- editors are less familiar with user habits to be able to assess the actual use of contents lists, indexes and other aids as well as the necessary expenditure for them,
- editorial and typographical layout is based upon subjective intuition rather than upon objective methods because there are hardly any scientific analyses.

A poll taken among 270 scientists of different special fields and educational level selected at random by the Book Publishing Institute has proved that improvements are just possible and necessary in this field. Even if there only had been three library scientists among them the results concerning the use of journals may apply to our special fields without any reservation. They prove the idea that two 'user strategies' correspond to the two main types of special journals:

- scientific-theoretical journals will be looked through fairly regularly, to a large extent during leisure-time but with respect to professional activities. Contents lists will be looked over in order to get information on relevant articles by means of headings. Then abstracts prefaced to articles will be read in order to decide on articles to be read;
- professional journals or journals laic-out like maga-

zines are run over, and frequently physical layout stimulates reading.

Contents lists linked with precise headings are of great significance for the first group of journals including those we selected. Their design should fulfil three objectives:

1. from the editor's point of view it should draw the reader's attention to major articles,
2. from the reader's point of view it should facilitate information on relevant articles by being well-arranged,
3. from the point of view of information institutions publishing information means such as "Current Contents" it should be standardized to a great extent to guarantee reproduction.

A test of 14 layout patterns of medical journals (34) and an own study on five basic types of contents lists of library and documentation journals limited to arrangement and display of principal elements (author, title, pages) had been conducted. Both of them aimed at pointing out efficient design of contents lists of mainly scientific-theoretical journals. According to them the following parameter influence the efficiency of journals' contents lists:

- editorial aspects:
  - completeness
  - reflection of number's organization
  - bibliographical data on the number
  - information content of the title
  - elimination of unnecessary remarks

- typographical aspects:

  . systematic arrangement
  . type size
  . width of column
  . typographical structuring by adequate display
  . arrangement of data on author, title and pages
  . location of contents list

In general we may say: according to their rank title content + typographical transparency (structuring) + perceptibility (35) directly influence the expenditure of time necessary for a first view of the contents lists of mainly scientific journals as well as the security of determining relevant articles.

You have to keep in mind that emotional-aesthetic aspects of typographical design may exert more or less influence on readers' motivation, but they, however, cannot be compared.

How far do contents lists of library and documentation journals meet the demands on completeness, clear arrangement and reproduction?

In 1967 MEYER-UHLENRIED had already included 30 library and documentation journals in a comparative study on their formal suitability for information and documentation purposes (36). In comparing his results with the present situation we have to realize that there have hardly been any changes since then:

1. contents lists have still been missed in some library journals! Only 96 per cent (1967 - 90 per cent) of the analysed journals contained contents lists,

2. the demand for clearly-arranged, easily comprehensible texts was essentially met by 66 per cent and by additional 22 per cent to a limited degree only,

3. 60 per cent only 61973 - 73 per cent) plus 10 per cent to a limited degree have been suitable for reproduction by information services.
Above all suitability for reproduction will be reduced by too small characters, little clarity, lack of contrast as well as lack of bibliographical data on the number, resp. the latter ones are not set flush,

4. international exchange of information will be promoted if journals include contents lists in less familiar languages or abstracts in more familiar ones, above all in English, the most well-known "language of exchange". This still applied to 82 per cent (1967 - 17 per cent) of selected journals in 1979/80 with a relatively great share (29 per cent) of journals in English which may do without multilingual contents lists.

If there are remarkable differences with regard to typography, clarity, readability as well as suitability for reproduction of contents lists in special journals including library and documentation journals the question for remedial measures will be raised. There is the possibility of revising and extending ISO-Standard R 18-1955: Short contents list of periodicals or other documents, which should be encouraged. Another possibility would be to formulate methodical recommendations including patterns or models by co-operation of library science, documentation science and publishing.

Above all this holds true for improvement of retrospective possibilities of information and access, i.e. annual indexes. Though long traditions and examples, among others annual indexes for the 'Zentralblatt für Bibliothekswesen' have set standards there have been remarkable differences concerning intensity, ways and methods of retrospective documentation aids. It is obvious that some editors have not realized the significance of formal aspects for the use of journals. Results of the above-mentioned poll among scientists at universities:

- 79 per cent read frequently and very frequently articles published more than two years ago,
- 60 per cent use frequently and very frequently subject indexes of volumes,
- 85 per cent prefer general indexes, i.e. alphabetic keyword indexes and subject indexes.

Despite of automated information-search-systems indexes have been "eine nützliche und nothwendige Sache" which "wohl zu machen unter den Gelehrten vor eine der schwersten Arbeit gehalten" (37).

Some general remarks:

1. A great number of library journals includes annual contents lists arranged by authors, categories or numbers only offering limited possibilities of searching. Despite of little expenditure they cannot replace annual indexes.
2. Library and documentation journals have to include annual indexes consisting of a complete author index as well as key-word index and subject index based on

both titles and contents.

3. Typographical layout of indexes should be paid as much attention to as layout of the whole number. Special attention has to be focused on both visibility of type size and clear arrangement.

4. By no means indexes have to be imprinted in individual numbers; they have to be inserted or cased-in so that they may easily be taken out and can be binded together with the title page of the volume at the top of the annual volume.

Not in the least we may assume at present that automated information-search-systems or abstracting services having excellent indexes available to a certain extent are able to offer annual indexes to individual journals. Up to now neither their universal availability nor the complete access to every journal have been guaranteed. Consequently journal indexes will have their right to exist in the near future as well though their running costs may be reduced by using data-processing or computerized setting.

3.3 Standardized bibliographical identification and documentation aids: BIBLID + DIP

It is not necessary to explain the necessity of clear bibliographical identification (BIBLID) and the advantages of standardized 'Documentaion-in-Publication' (DIP) to librarians. But obviously not every editorial staff of a library journal is composed of "trained" librarians. Or maybe they have not realized (like many publishers) the significance of secondary services within the professional communication system as well as the role copies play for the scientific working process. Unnecessary costs

for both library and documentation processing and publishing houses could have been avoided by more appropriate division of labour, e.g. by taking into account bibliothecarial-bibliographical aspects when designing a journal (38).

But even standards which first of all serve the simplification of library work may slowly get through "within the own house" to a certain degree only.

Bibliographical strips of journals will be quoted as an example. More than fifty years ago in 1928 they were applied in Germany for the first time. Since then they have been applied to more than 20 countries (since 1956 as ISO-Standard (ISO R 30)) and proved a success

- with regard to libraries which have minimum data for control of access and bibliographical identification of a number available thus facilitating both processing by non-professional staff and data processing;
- with regard to readers who are able to order and quote precisely on the basis of standardized short titles and ISSN;
- with regard to designers who one standardized bibliographical strip only allows great artistic liberty.

Therefore it was very surprising that only 15 (29 per cent) of the 52 journals we analyzed included a correct strip. KÖVENDI came to a similar conclusion in 1975 (39).

There is a more favourable situation with regard to the readers' request to have bibliographical minimum data (short title, volume, year, number) on every page in order to facilitate work with copies. 28 (54 per cent) of

the analyzed journals usually offer these data by using smaller type size at the foot bleeding off the page, 7 (13 per cent) on each first page of an article at least.

In order to achieve better integration and to meet the latest demands the ICSU AB 1973 suggested to replace ISO-Standard R 30 by a supplemented standard "Bibliographical Identification Data (BIBLID)" (40) covering a system of integrated bibliographical minimum data and a machine-readable code including ISSN for the number on the cover, for the contents list, for the front matter of each article and for each page which might be copied.

It is obvious that these integrated regulations are advantageous for library work and the use of journals. Therefore we should examine and support this proposal and apply it to library journals.

The WEINBERG report says that

> "das Informationsproblem durch die Trennung der Tätigkeiten des Dokumentalisten und des Autors (bzw. Redakteurs. R.R.) erschwert wird: daß die ersten und die späteren Schritte in der Kette der Informationsverbreitung nicht so voneinander getrennt sind, wie es aus der Tradition heraus angenommen wird, und daß eine Verbesserung der ersten Schritte ... die späteren Schritte erleichtern würde" (41).

The same holds true for both traditional techniques and electronic type-setting systems and their integration into automated information-search-systems.

'Documentation-in-Publication' (DIP) contributes - in analogy to 'Cataloguing-in-Publication' (CIP) - to

- prevent duplication of effort in compiling secondary services thus
- reducing time and costs as well as
- facilitating the application of integrated electronic publication/information systems.

At the 27th General Conference in Edinburgh IFLA had already passed a resolution according to which articles in special journals, above all those in less frequently used languages, should include abstracts in at least one well-known language.

But this practice, however, has not gained access to every library and documentation journal up to now. In recent years progress has been made but COLLAR's demand (of 1972) on editors of library and documentation journals to publish articles with abstracts (43) has not nearly been met:

- neither every journal include an abstract on every article,
- nor does standard of abstracts guarantee processing by abstracting services without revising them.

The analysis of 52 selected library and documentation journals, volumes 1979/80 showed a.o.:

1. compared to 1967 (17 per cent) and 1972/73 (29 per cent) the share of journals including abstracts has been increasing to 54 per cent (44). All scientific documentation and almost all library journals (76 per cent) included abstracts, whereas the great majority of general library journals did not contain any.

2. There are differences with respect to nature and quality of abstracts. The average length (in words) already demonstrates that there are 29 per cent annotations, 44 per cent indicative and 26 per cent indicative-informative abstracts (according to ISO-Standard 214 - 1976 (45).

3. All journals not published in English contained abstracts in several well-known languages, among them English in any case.

4. Most journals (31 per cent) contain abstracts between title and text beginning of the article resp. two journals contain summaries at the end of the article; six journals (11.5 per cent) contain a standardized bibliographical slip in several languages, six other ones in addition contain the abstracts at the beginning of the articles.

5. Typography prefers small print or italic types for abstracts thus setting them off the text! One sample only repeats bibliographical data at the beginning of the text, usually bibliographical slips contain them in medium-faced types according to standards.

6. Subject headings and descriptors are added by two journals only.

Moreover the analysis shows:

- Abstracts are more difficult to comprehend than the abstracted article by being compressed. Comprehensibility of abstracts may however be improved by careful editing based on well-arranged, concise, clear and distinct presentation of the facts (46-48).

- Frequently authors are not familiar with methodology and technique of abstracting. The results are qualitative differences. Therefore main responsibility for the content of an abstract is assigned to the editor. Both authors and editors may benefit from methodological advice concerning the styling of an abstract.
- Above all quality of translations of abstracts is insufficient thus affecting their use and exploitation.
- Annotations are neither fish, fowl nor good red herring; they neither fulfil the objective of preliminary remarks nor that of an abstract. It would be of great advantage for general journals used by a wide section of readers to link articles worth-while documenting with both stimulating preliminary remarks at the beginning of an article and an abstract for the bibliographical slip.
  Abstracts at the beginning of an article may have an orienting function for the specialized audience of scientific-theoretical journals.

Insufficient abstracts may also have resulted in a share of abstracts in abstracting services of 20 per cent on average only. If analysing reading of an artcile in a foreign language of approximately 3.5 pages, wording, writing and editing of the abstract areestimated at an average of 60-85 minutes and one journal contains five articles on average you will realize the benefit of a useful abstract added to the manuscript by the author or editor.

Usually there is a period of two months - in extrem cases of four weeks to eighteen months - between publishing of

an article and its documentation by an abstracting service. This period may be reduced, there may even be simultaneity, if editors send copies of bibliographical slips resp. individual abstracts to editors of abstracting services on closing date (if possible - on printed form). This procedure in the interest of both sides has been proved by experiences made in the GDR.

Both technological and economic considerations have again drawn greater attention to the problems of a closer co-operation between primary publications and secondary services concerning information supply (50). Should not library and documentation journals and secondary services give a good example?

3.4 All things considered

Well, successes of library journals are not to be scoffed at. They are not bad at all with regard to their contents and layout. Shoemaker's children are not worst shod! But nor exactly best as well. There should be improvements concerning

- structures of articles by means of didactic typography,
- the application of international standards facilitating exchange of professional information by traditional and machine-readable methods,
- editorial and typographical layout of contents lists (orientation aids) and above all indexes (documentation aids) for one or more volumes of a journal with striving to approach terminology and methodology,
- rationalization of information supply by close co-operation ofprimary publications and secondary services.

4. Look ahead

Indulging in speculation about the future of traditional

special journals is "in" but useless. Mostly such speculation does not take into account that special journals do not have functions with regard to information only but also to society. The latter one cannot be fulfilled by electronic information systems in the near future, may they be as perfect as possible. The "printed" professional journal as the classic medium of social communication among experts will be given preference

- because the computer has not modified the traditional system of information exchange basically but it has only extended it,
- because basic mechanisms of acquiring knowledge (52) and thus basic forms of social communication do not change at once,
- because the properties of the classical printed item 'professional journal' still meet economically the demands of dynamic information and documentation needs.

However, regarding 'flood of publication' and 'range' all persons involved in professional communication have to co-operate in order to maintain the advantages of the medium 'journal'. In this respect editors as well as national and international associations will be assigned increasing responsibility to. Responsibility for the differentiated process of exchange of information should cover

- dedicated selection and examination of articles according to criteria being relevant to both society and profession (including prevention of double publication),

- methodological editing taking specific aptitudes, needs and habits of users and achievements of psychology, readability research, etc. into consideration,
- documentation aids according to standards which availability of information supply and practical value of a journal being the smallest independent information storage of private and public collections as well as its integration into information-search-systems depend on.

Under this aspect editors are also responsible for

- advising their authors to write clear, precise and comprehensive articles for the respective audience,
- laying-out articles adequately,
- considering and applying standards, etc.

A "Code of good practice of presentation of library journals" covering a list of general minimum standards on the design of library journals could be of great benefit (53).

In addition, we would like to suggest IFLA to promote a long-term programme on the further development of information exchange within librarianship facilitating publication of journals and establsihment of secondary services in and for developing countries (54) as well as serving the improvement and co-ordination of library information in developed countries.

Such a programme should cover among others

- studies on information need and use of journals, bibliographical services and abstracting services in different fields of librarianship,

- comparative studies on layout and arrangement of primary publications and secondary services of library and documentation systems,
- an international conference of editors of journals and secondary services on problems of bibliographical control and availability of professional library literature (possibly in co-operation with UNESCO + FID),
- advanced training courses or seminars for editors of library journals,
- preparation of programmes on the training of future authors of library journals as part of library education at universities.

Every activity corresponding to the objectives of the UNESCO General Information Programme should be promoted by national library associations because it is aimed at promoting cultural and scientific co-operation in the interest of the final documents of the Helsinki-Conference whose main concern corresponds to the ethical code of library profession couched in a verse by one of our most famous 'colleagues', the Head of the Weimar Library Johann Wolfgang von GOETHE in 1826:

"Manches Herrliche der Welt
ist in Krieg und Streit zerronnen.
Wer beschützt und erhält
hat das schönste Los gewonnen."

IFLA COUNCIL - LEIPZIG

ROUND TABLE OF EDITORS OF
LIBRARY JOURNALS

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LIBRARY/INFORMATION SCIENCE PERIODICALS FROM DEVELOPING COUNTRIES: coverage by the major abstracting and indexing services,

By

NICHOLAS L. MOORE, B.Tech, A.L.A.,M.I.Inf.Sc.,M.I.O.P.,M.Inst.Pktg,
Editor, Library and Information Science Abstracts.

LIBRARY/INFORMATION SCIENCE PERIODICALS FROM DEVELOPING COUNTRIES: coverage by the major abstracting and indexing services

As a direct result of the drastic changes currently taking place in the production of Library and Information Science Abstracts, (expanded coverage and forthcoming change from bi-monthly to monthly publication), there has been very little time to pursue this project further along the lines suggested in the preliminary report (Journal of Librarianship, 13(1) Jan 81, 37-45). Nevertheless, some small measure of progress has been achieved and it is the purpose of this short paper to describe the lines of investigation currently being followed and some of the results obtained so far.

1. The editorial offices of the following secondary services were contacted with a view to obtaining up to date lists of periodicals covered regularly by the services.

Bulletin Signaletigne. Section 101. Science de l'Information Documentation

Information Science Abstracts

Library Literature

Referativnyi Zhurnal. Section 59. Information Abstracts

The editorial offices of CALL - Current Awareness Library Literature were also contacted (this service was not included in the first study).

Replies were received from:

Library Literature
Referativnyi Zhurnal. Information Abstracts and
Information Science Abstracts

The replies from the first two services included the most recent lists of periodicals covered by these services and although Information Science Abstracts did not have a recent periodicals list available, the Editor confirmed that the periodicals identified in the preliminary report gives an accurate representation of the present situation. There was no response from Bulletin Signaletigne and CALL.

By studying the information provided and noting the periodicals taken by LISA and RZL since the last study, the following additions to the original list must be made to give a more accurate picture of the present situation:

LISA

Bibliotecologia y Documentakion. (Argentina)
Journal of Educational Media Science. (Taiwan)
Library Research. (South Korea)
Lucknow Librarian. (India)
National Library Bulletin. (Papua New Guinea)
Revista AIBDA. (Costa Rica)

Referativnyi Zhurnal

Bibliotecas. (Cuba)
Boletin Tecnico Asociacion Interamericana de Bibliotecarios y Dokumentalistes Agricolas. (Costa Rica)

2. It was felt that the following secondary services, other than the five covered originally, should be considered:

CALL - Current Awareness Library Literature
Aslib Information. Current Awareness List
CABLIS (Current Awareness Bulletin for Librarians and Information Scientists
Computer and Control Abstracts
Fachbibliographischer Dienst Bibliotheksiwesen. (West Germany)
Informationsdienst Bibliothekswesen. (East Germany)
Indian Library Science Abstracts. (India)

Time constraints have meant that work on these services will have to wait until a future date.

3. A detailed study of the coverage, overlap and delay times of the abstracting and indexing services was commenced but is not far enough advanced to have yielded any significant results. The study was planned in such a way that the results should also be capable of being used to investigate the patterns of authorship and publishing in developing countries. To ensure that the study was truly comprehensive it was decided to scan individual issues of the abstracting/indexing journals and note the bibliographic details of articles from those periodicals under study. This rather lengthy procedure is one of the main causes of the lack of results to date. For the future it will be necessary to use the on-line versions of Library and Information Science Abstracts, Bulletin Signaletigne and possibly Referativnyi Zhurnal. By searching the data bases by the periodical title fields it should be possible to generate lists of references to all articles contained in the periodicals under study. The remaining services will need to be scanned mannually but a great deal of time and effort will be saved. This project will be continued by Barbara Jo Buckley, one of the Indexers on the LISA staff and a graduate of Loughborough University of Technology, Department of Library and Information Studies. All future enquiries concerning this project should be addressed to Ms. Buckley at the LISA Office, Library Association Headquarters.

Lastly, I hope that anyone who knows of any periodicals, from developing countries, which it is felt should be covered by the study will contact Barbara Jo Buckley as this information will be very valuable to this research project.

IFLA Council 1981

Section of Serial Publications

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The National Serial Data System in the Federal Republic of Germany

by

Dr. K.W. NEUBAUER

AB 51e/2/3/81

The National Serial Data System
in the Federal Republic of Germany

The national serial data system in Germany has been influenced by three main factors:
a) the old tradition to produce union lists of serials for the main libraries of the country;
b) the necessity to convert the catalogues of the large libraries from the old cataloguing rules (Prussian Instructions) to the new cataloguing rules (Regeln fuer die alphabetische Katalogisierung, RAK);
c) the conversion of manual cataloguing to machine-readable data bases and catalogues.

Union catalogues for serials did already exist in Germany long before world war II. After world war II in 1951, there has been started a new union catalogue for serials project to register the holdings of foreign serials in the main libraries of the country, East and West Germany, after a lot of libraries had lost parts of their holdings during the war. This large project was the Gesamtverzeichnis der auslaendischen Zeitschriften und Serien (GAZS). This GAZS was produced in the State Library PCP in Marburg and Berlin and collected finally 150,000 titles of foreign serials out of the holdings of about 190 libraries. The main work was finished in 1966, the supplements in 1977. At the end of the 60ies there has been prepared the parallel project for German serials (Gesamtverzeichnis der deutschsprachigen Zeitschriften und Serien, GDZS). Finally there was started a project to register all serials which were published newly or changed their title since 1971 (Gesamtverzeichnis der Zeitschriften und Serien, GZS). So, all these projects together should represent an almost complete bibliographical system of union lists to make available the serial holdings of the main libraries in Germany.

The Gesamtverzeichnis der Zeitschriften und Serien (GZS) was to be produced from the very beginning by data processing. There has been developed a special system for this union list and the first edition was published in 1972. The last edition appeared in 1978 with 26,000 titles and almost 100,000 holdings of libraries. In the same time the State Library in Muenchen prepared an own system for the production of a union list for Bayern. Therefore, it was tried to develop and use the same system in both projects. This has turned out as not possible but the first steps were done to get a common exchange format for libraries in the Federal Republic which now is available. This is the Maschinelles Austauschformat fuer Bibliotheken (MAB I).

Because of this situation already at the beginning of the 70 ies the consideration started to create a German national serial data base and to bring all existing developments for serial cataloguing into one cooperative system to establish a large data base for the use of all libraries to produce catalogues and serial lists in machine-readable form and according to the new cataloguing rules.

The national serial data system has been jointly developed by the Institute on Library Technology, which is now part of the Deutsches Bibliotheksinstitut (DBI) and the State Library PCP, Berlin. At the time being the data base covers about 260,000 titles with 800,000 holdings of about 1,000 libraries in the Federal Republic of Germany and Berlin (West).[1)] Per year still about 40,000 new titles and 120,000 additional holdings are added to the data base. After some years this figure will be reduced because then most of the serials in German libraries will be recorded. Only some special holdings of some libraries, new serials, changed titles and additional holdings will be added. Almost all titles are already authenticated (as it is called in the CONSER project) and the data base has only very few duplicate entries,(from the starting time of the system) which are continuously removed. So, this data base may have the largest growth of all serial data bases in the world and may even be the largest serials data base at all, after OCLC.

At present, 40 large libraries are directly joining the system. This represents more than half of the largest libraries in the Federal Republic. It is expected that most of the important libraries in the country will join the system in the next few years.

The data base has the following distribution by subject:

Economics and social sciences	30 %
Humanities	18 %
Engineering and Technology	10 %
Sciences	10 %
Law	8 %
Medicine	6 %
Science of Art	3 %
General	14 %

---

1) see Table 1

1. Processing

1.1. File structure and data format

The system is administered on the principle that the data are prepared, structured and stored once and are then available for all kind of usage and users. This principle leads to a centralized file structure. The system has three central files:

- title file
- name file of corporate author
- holdings file

The first two files are bibliographic files. In these files authorized records for titles and names of corporate authors are stored. The different members of the system are not allowed to change or add data in these two files by themselves. Because these files are the only bases for the production of union lists and catalogues, the files must be kept clear.

In contrast to these two files, the holdings file is kept as local file for each library. The members of the system have to take care directly for updating and correcting all the data which belong to their holdings. The holdings data of libraries which are not directly member of the system are input, updated and corrected by the central editorial office.

To keep the bibliographic files clear there has been agreed upon common data formats which include a minimum format which has to be kept by each member. The next edition of the data format (ZETA - Ablochschema zur Datenerfassung von fortlaufenden Sammelwerken) will be distributed at the end of 1981.

1.2. The procedure and flow of data is shown in Table 2. . When the member libraries want to enter a title or a corporate author in the file, they check the last printout of the data base. If there is no record of a title, they prepare the record for keyboarding and most of them keyboard the data themselves on magnetic tape or paper tape and send these tapes to the centre in Berlin. After the data processing they get a printout back for proof-reading and correction. The title records are finally checked by the central editorial office and then are available for the use of all other members.

Once a year, all member libraries receive a complete printout of the data base on microfiche, and monthly, a cumulative supplement on microfiche, too, about the latest status of the data base.

1.3. Central editorial office

Parallel to the structure of the bibliographic files, the office is divided into two parts: an editorial office for titles, and an editorial office for names of coporate authors. The functions of both are shown in Table 3.

In principle, the functions of both offices are similar. They check, amend, and authenticate new and existing bibliographic records of different libraries and authorize the record in the file. If a record is already in the file, only the central editorial office is allowed to make changes, corrections, additions, etc. After the experiences at the beginning of this cooperative system, it has been recognized that it is necessary to have this central editorial office which takes care for the files, mainly because of three reasons:

1. The difficulties with the interpretation of the cataloguing rules and the data format. It happens quite often that the same title has been input by different libraries with differences in headings or other parts of the record.

2. Each title or corporate author is allowed only to be once in the files because the files are used as base for the production of union lists. Therefore the records must be authorized by a central office.

3. Because of still existing technical limitations. Except for five libraries, only the central editorial office has an on-line access to the files. So, most of the libraries have to work completely by off-line. When two libraries want to change something in the same record at the same time, none of them knows the last status of the record when the change is performed.

The central editorial office uses 6 on-line CR terminals. Unfortunately, at the moment the access is only possible by id numbers, not by keyword of the title, corporate author, etc. So, the alphabetical access is still only possible by means of the off-line printouts, mostly microfiches. Besides, all other procedures are done online.

There is one difference between the editorial office for titles and for names of corporate authors. The office for titles only supervises, controls and changes data which have been input or changed by member libraries. It does not create new records itself. The office for names of corporate authors very often serves as central cataloguing office for names of corporate authors and creates directly records in the file.

At this point I should mention that in the Federal Republic of Germany there is a joint authority file for corporate authors which cumulates the files of corporate authors of the SL Muenchen, Deutsche Bibliothek, Frankfurt, and the national serial data system. This Gesamtkoerperschaftsdatei (GKD) is the authorized base file for cataloguing of names of corporate authors in the libraries of the Federal Republic. Because the largest part of the names has been input and the processing has been done by the national serial data system, the whole joint file is going to be integrated as file of this system.

2. Administrative structure of the national serial data system

The system has three boards on different levels. The board on the highest level is the board of governors in which all institutions are represented which finance the centre of the national serial data base. This board decides about structure and admission of new members. On the second level there is an executive board which decides about the daily routine questions and which coordinates practically the cooperation between the data processing centre, the central editorial office, and the member libraries. The third board is the working group of participating libraries. It advises the two other boards and presents the requests and wishes of the member libraries.

3. The data processing facilities

The data processing facilities are run by the German Library Institute (DBI). With the help of the Deutsche Forschungsgemeinschaft it has been possible to use special dedicated computer facilities, located at this institute. The capacity and configuration is shown in Table 4.

4. The Output

Lists and serial catalogues for the participating libraries

Further:

PUBLICATIONS

Union list	Amount of titles	Amount of holdings	Amount of pages	Price
Union List of Serials in libraries of the Federal Republic of Germany including Berlin (West) (New and changed titles after 1970 with holdings locations as of April 1978). (Gesamtverzeichnis der Zeitschriften und Serien, GZS)	25,612	90,520 (Discontinued)	1,350	298.- DM
Union List of German Language Serials in Libraries of the Federal Republic of Germany incl. Berlin (West) (Titles before 1971 with holdings locations as of April 1978). (Gesamtverzeichnis Deutschsprachiger Zeitschriften und Serien, GDZS)	47,735	224,344 (Discontinued)	2,500	498.- DM
Union List of Conference Proceedings in Libraries of the Federal Republic of Germany incl. Berlin (West) (Publications from and for congresses, conferences, colloquia, symposia, meetings and the like with holdings locations as of 1977). Main vol. + supplement. (Gesamtverzeichnis der Kongress-Schriften, GKS)	32,000	80,000	1,738	360.- DM
Union List of legal serials in selected libraries of the Federal Republic of Germany incl. Berlin (West). July 1978. (Verzeichnis rechtswissenschaftlicher Zeitschriften und Serien, VRZS)	4,068	18,913	350	98.- DM

Union list	Amount of titles	Amount of holdings	Amount of pages	Price
Zeitschriften-Datenbank (ZDB): Microfiche edition of the whole data base July 1981	248.000	804.000	126 fiches/ reduction rate: 1 : 48	Limited distribution
Zeitschriften-Datenbank (ZDB): Special inter-loan edition April 1981. (Microfiche) Published by: Verlag O. Harrassowitz, Wiesbaden	237.000	652.000	114 fiches/ reduction rate: 1 : 48	DM 456,--
Gemeinsame Körperschaftsdatei (GKD): Joint authority file for corporate authors	(Amount of entries) 80.000 corporate authors			Hardcopy: 768,- DM Microfiche: 98,- DM also in machine-readable form

Produced in cooperation with the Deutsche Bibliothek in Frankfurt and the Bayerische Staatsbibliothek in München.

5. Future development

1. Systematical retrospective completion of the contents of the data base

In the last three years, there has been started a programme to add systematically serial titles to the data base which do not belong to the normal holding of most libraries. With support of the Deutsche Forschungsgemeinschaft, there are added special holdings of some libraries, especially of special subject central libraries: for example, the library of the Institut für Weltwirtschaft in Kiel (social sciences titles) and in near future the holdings of the Technische Informationsbibliothek in Hannover (natural science and technical titles); the holdings of the Federal Statistical Office Library in Wiesbaden (titles on statistics), the State Library in Berlin (this library has the largest serial holdings of all German libraries; the current, almost finished project refers to all titles in Western languages; other languages will be added later; the holdings refer mainly to humanities and social sciences), the Ibero-Amerikanisches Institut library in Berlin (largest special library for Latin America). Originally, we have thought that the back-list will be almost complete with about 300,000 titles. In the meantime, we know that this cannot be true, and we now think that it might be reached at about 500,000 titles. When the data base will have this size, we hope that there are only to be added new and changed titles. Nevertheless, naturally no data base can be complete so that there will be always retrospective titles coming into the data base but much less than now.

2. The development of a complete on-line shared cataloguing system for all participating libraries

As mentioned above, the present system only provides partially on-line services. These are especially available for adding holdings, amendments, etc. But most libraries still send magnetic tapes to the computer centre in Berlin where these are processed and where the data are added to the data base. The communication between the centre in Berlin and the participating libraries normally is still done by microfiche printouts. A complete on-line retrieval system, combined with a new data management system, will be introduced in the next years. The hardware will still be enlarged so that we hope to have capacity to offer a full on-line serial cataloguing system for the whole German library community in a not too long time.

Last year, we started to select an appropriate software system for the online version of the national serial data system. There are still three German-made software systems on the market: one of Siemens (Bibliotheksverbundsystem) which is still not yet finished; the software system which is actually developed for the State of Hessen (HEBIS); the system of a small specialised software firm (IBAS from Berliner Software Entwicklung, BSE). We have chosen the last one which seems to be the most effective and flexible one, and above all, the mostly developed system. We hope to make the contract with the software firm in autumn of this year, if the terribly bad financial situation of the federal government as well as the state governments will not hinder it.

It might be a bit surprising that in the Federal Government of Germany there is still not even one online library network which is already functioning in practice. For sure, it is not a lack of computers or a lack of software engineering which is responsible for this remarkable circumstance. The main reason might be the special German form of cultural federalism and the lack of agreements. On one side, the German libraries did not like to accept a commercial system. They want to have their own governmentally financed systems. On the other hand, it is very difficult to get the agreements between the libraries and the different states, necessary for a system run by the governments of the states. The national serial data base is a governmentally financed system, too. So, we had to overcome a lot of this kind of problems before we could prepare the conversion of the present to an online system.

3. Connection to EURONET / DIANE / ODIN and combination with an on-line inter-library-loan-system for serials

EURONET is the European Package Switching System for data communication between the members of the European Community. DIANE is the organization of hosts participating in the EURONET system. All have started their services on September 1, 1979. ODIN is the German equivalent for the national data communication. EURONET-DIANE and the national networks are combined.

Financed by the Federal Government, the German Serial Data Base has already started a programme to be connected to ODIN. It will provide online retrieval facilities for all users of ODIN from the beginning of 1982. It is used the software system GRIPS/DIRS which has been developed by DIMDI in Koeln (Deutsches Institut fuer medizinische Dokumentation).

When everybody in Germany and even in Europe can search for holdings of serials in German libraries, it is expected that not only the holdings information are available but the document, too. So, it is planned to include an inter-library-loan and a document delivery system into the services. It will provide libraries immediately with orders of users wherever they might be to have the documents immediately and directly sent to the user or the ordering library. The details for this part of the system have not yet been fully planned and decided.

National Serial Data Base, Berlin — Table 1

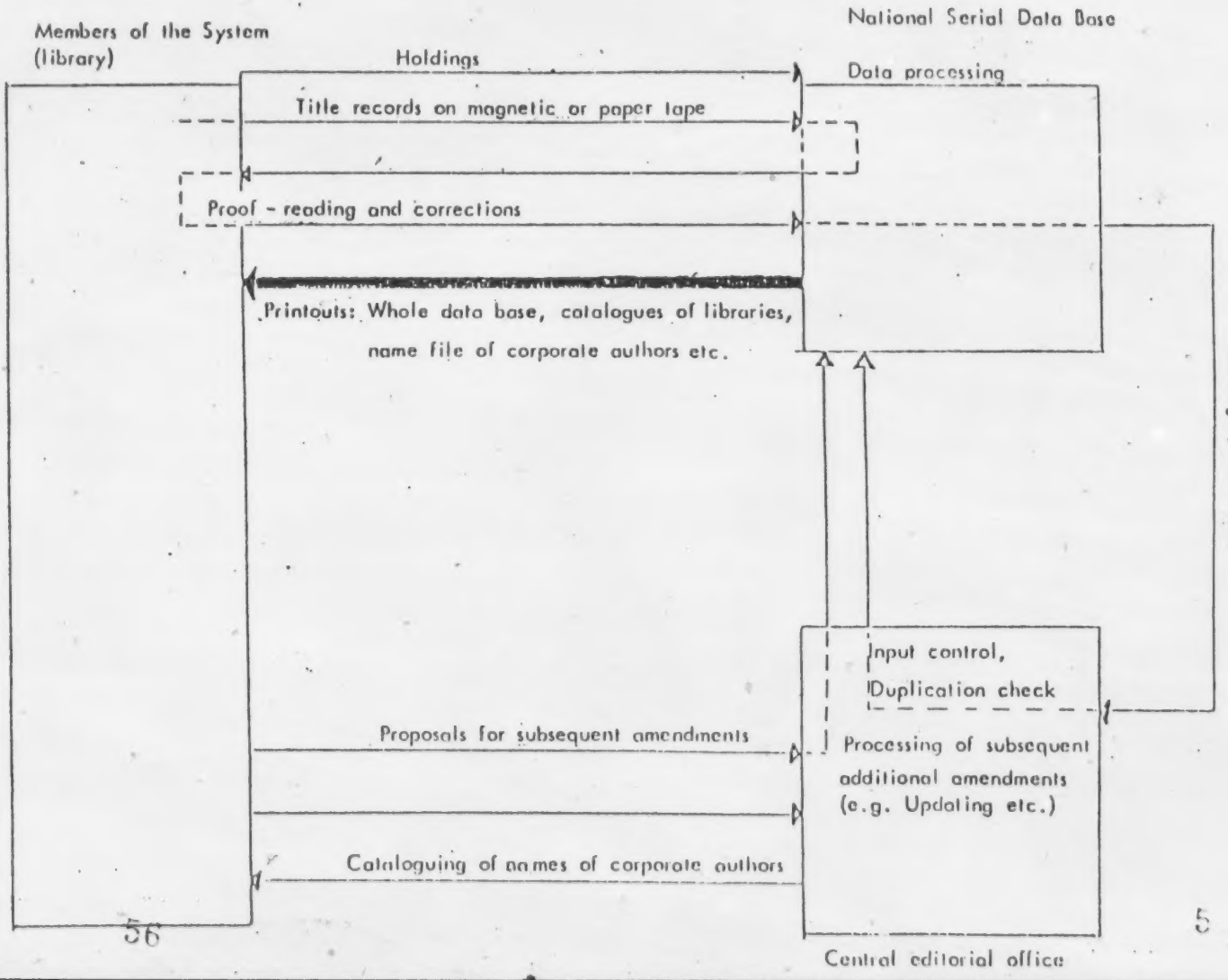
Main libraries directly participating and amount of title input

as of July 1981

State Library PCP, Berlin		145.569
Baden-Württemberg		
UL Heidelberg	901	
UL Kaiserslautern	0	
SL Karlsruhe	0	
UL Karlsruhe	4.495	
UL Konstanz	2.512	
UL Mannheim	3.703	
UL Saarbrücken	21.767	
SL Stuttgart	10.510	
UL Stuttgart	3.783	
UL Tübingen	6.372	
UL Ulm	1.851	
UL Freiburg	1.634	
Total amount of titles of Baden-Württemberg		57.528
Berlin (West)		
AML Berlin	1.470	
ULFU Berlin	8.321	
ULTU Berlin	97	
Federal Institute of Biology	340	
Berlin Union Catalogue	1.188	
Institute for Ibero-American Studies	2.362	
Total amount of titles of Berlin (West)		13.778
Nordrhein-Westfalen		
UL Bonn	4.734	
UL Siegen	3.272	
UL Cologne	661	
Institute of Sports, Cologne	1.122	
Central Medical Library, Cologne	528	
UL Trier	144	
Total amount of titles of Nordrhein-Westfalen		10.461
Others (Kiel, Institut für Weltwirtschaft)		3.649
Total number of titles in the data base		230.985
Holdings		806.694

Table 2

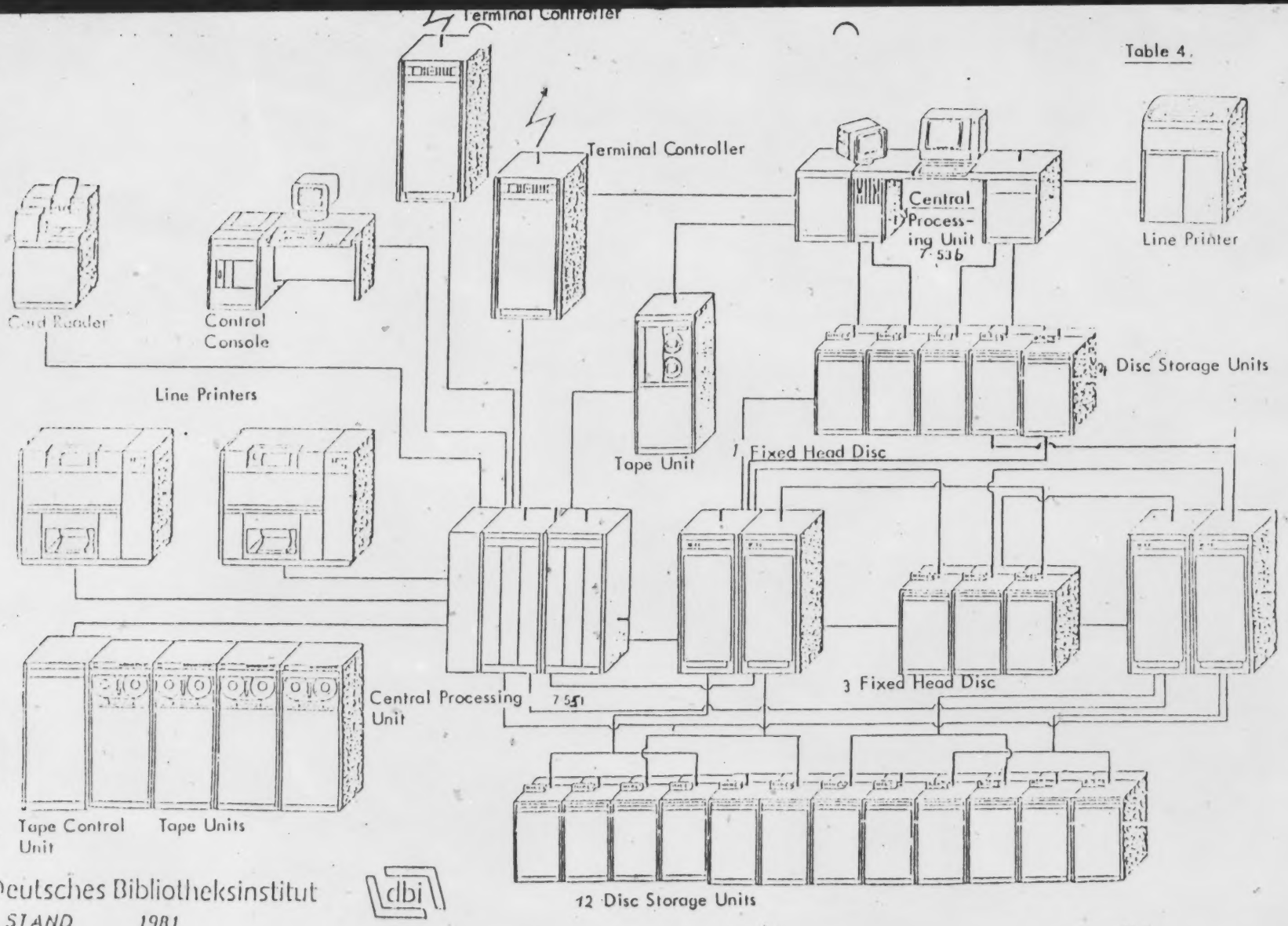
Present Processing of the National Serial Data System



Central Editorial Office

Title file	Name file of corporate authors
Subsequent additional amendments	Establishment of the authorized headings and cross references
Duplication check - Consolidation of duplicate records	Joined authority file of names of corporate authors Berlin - Frankfurt - München
Input control Cataloguing rules Data format Duplication check	
Authentication of records	

Table 4.



Deutsches Bibliotheksinstitut
STAND 1981

1091SER/1E

Report on the Working Group on Newspapers
IFLA Section on Serial Publications
at Leipzig on August 19th, 1981

THIS IS NO OFFICIAL DOCUMENT. THIS IS A PRIVATE TRANSLATION (AND A VERY TENTATIVE ONE, INDEED) NOT APPROVED BY THE WORKING GROUP ON NEWSPAPERS.

Ladies & gentlemen, dear colleagues,

JULES VERNE once wrote that he was sure the newspapers would take the place of the book because events would follow each other so fast that things reported yesterday would be obsolete tomorrow if not printed today. To him this seemed the future task of the press.[1]
Likewise, the RHEINISCH-WESTFAELISCHE ZEITUNG dated 11 February 1921 rated th value of its own work in a similar fashion when delighting its readers with the following aperçu: 'I really don't understand the dissatisfaction of our subscribers. Every day, they are receiving a considerable lot of wrapping paper for a few cents, getting the spiritual elevation into the bargain for nothing!'[2]

The Working Group on Newspapers is concerned rather with the wrapping paper and with the ashes of yesterday's fire than with great occasions or, of all things, with spiritual elevation. The Group consists of Mr Ian Gibb, The Briti Library, London, Mr Johann Mannerheim, The Royal Library, Stockholm, and Dr. Willi Hoefig, The State Library Prussian Cultural Heritage, Berlin (West) Three of us, we have turned the ashes upside down at three meetings, namely in West Berlin on May 14, 1980; in Stockholm on September 10/11, 1980; and in London on January 22/23, 1981.

1. Definition of 'newspaper'

The first thing was to define our subject. The common librarian's definition including outward appearance (e.g. Size, no page-sewing, etc.) cannot be obligatory internationally because of national differences. We learned that Scandinavian newspapers are sized and sewed according to the format, a method which would certainly be unusual in some other European countries. Because of such national differences which can result not only from the various practice in libraries but also from the different function of the press in individual countries, a definition should not be settled hastily and not without exact knowledge of the concrete situation.

When the questionnaire was conceived to make inquiries on the scope and function of national newspaper collections and which will be dealt with in the next chapter, we inserted a question asking for an operational definition of 'newspaper'. A definition being able to reflect the practice of libraries in the greater part of the IFLA countries should therefore better be drawn

up when the real circumstances in these countries have been found out by means of a survey.

We had two starting points for further consideration, the first being the definition given in connection with ISO 3297. Following this, newspapers are 'a type of serial which contains mainly items of news of both general and special interest, published at frequent intervals but not intended for permanent retention other than by libraries committed to conservation for historical purposes.' This definition comprises a criterion related to the contents of the newspaper, namely that there should be present items of news; a criterion of formal importance, namely the frequency of publication but which is not defined by time, just called 'frequent'. Finally, a criterion related to the newspaper as a publication of topical communication, its ephemerality being characterized best by a statement of ALFRED POLGAR, an Austrian writer 'A newspaper will serve for one day as a reading matter (at the utmost) and for several months as a wrapping paper (at least). But that is no excuse.'[3]

To suit librarian practice, the range of phenomena to be defined may be divided threefold:

1. Newspapers in a narrow sense, daily to weekly appearing, the universality of content and constituency of which are not limited;
2. 'Special papers' with restricted universality of content and/or restricted constituency;
3. Weekly papers, universal weekly publications like 'Zeit' or 'Observer'. Marginal publications like comics could possibly be brought into this group.

This division has been grounded on the existence or non-existence of three criteria: the frequency of publication, a formal criterion; the universality of content, a criterion related to the context; and the criterion of constituency, being related to the newspaper as a publication involved in a process of communication. For newspapers in a narrow sense, the frequency of publication has been defined from 'daily' to 'weekly'; for special papers, it reaches from 'weekly' over 'twice a month' eventually up to 'monthly'. This is a border-district which we did not define in detail and which probably connot be defined at all. In some cases, special papers may be published more often than weekly. This shows that frequency alone is not sufficient to define a newspaper. This has already been suggested by our division of newspapers.

Universality of content is added as a criterion. Newspapers in a narrow sens as well as weekly papers are informing their readers about the whole of the : at least try to do so. Special papers, on the other hand, do not try

to inform in a complete manner. They gather news in special fields in which they tend to be more complete than an ordinary newspaper, but there will be wide gaps in other parts. They may be called papers with a special optical range depending on the field or the group they represent.

Finally, the constituency: Virtually unlimited when applied to universal newspapers except for some titles in the border district between newspapers and magazines appealing to a limited constituency, e.g. papers for juvenile readers or ecclesiastical gazettes.

From this point, there emerged a double-lined discussion. On one hand, the question 'What is a newspaper?' has been put to some 300 National Libraries and related institutions in connection with our questionnaire on national newspaper collections. On the other hand, the Working Group has asked one of its members to conceive a paper recapitulating the points of view and making a definite proposal. The following two definitions have emerged in the course of recapitulation. The English versions are by no means definite, they may even be wrong as the paper in question has been written in German. Readers are warned to treat these definitions as preliminary translations of a tentative character.

> A newspaper is a publication issued in successive parts and intended to be continued indefinitely, having numerical or chronological designations and no limitation of constituency and universality of content, appearing daily to weekly

and

> A special paper is a newspaper issued for a limited constituency or having a restricted universality of content.

The German versions:

> Zeitungen sind fortlaufende Sammelwerke von unbeschränkter Universalität, die sich an eine unbegrenzte Empfängerschaft richten. Sie haben numerische oder chronologische Zählung und erscheinen täglich bis wöchentlich einschließlich

and

> Fachzeitungen sind Zeitungen mit eingeschränkter Universalität oder intentional begrenztem Leserkreis.

We shall wait for the final definitions until the questionnaires have been returned. In this context, we are not interested in producing a happy end to pure theoretical beginnings, but it is our main concern to give a pragmati definition which may be of use for the daily work of the newspaper librarian. Without a definition of this kind, catalogues and union catalogues of

newspapers would be mixed and incomparable regarding the material they contain; the application of deposit laws would be far more arbitrary than at present; and the collections would become mixed and incomplete. In looking for a newspaper definition we are not giving way to an exaggerated pedantry. Quite the contrary, we are trying to make the work of the newspaper librarian as effective as possible, minimizing its inherent redundancy.

The Group will discuss the paper at its next meeting which is planned to take place at the turn of 1981/82. The definite definitions should be issued in mid-82.

2. Survey on National Newspaper Collections.

The Working Group for Newspapers on which I am reporting is not the first one within the frame of IFLA. In 1969, the then Committee on Periodicals and Seri Publications founded a Newspaper Group on its meeting in Copenhagen which was presided over by Mr Hury of Luxembourg. He released two questionnaires in 1970/71; the first dealing with matters of acquisition, storing, and use, the second with cataloguing. Up to 1972, the first questionnaire had been answered by 33 libraries, the second by 41. The results have not been published as a whole, maybe with regard to the limited interest the libraries had shown. Mr Hury was kind enough to make the data available to be published within the frame of a German publication in 1975. In a letter, he gave a general impression of the results:

> There is a problem and many libraries are aware of it, but there is a lack of specialized staff. Moreover the libraries are left to their own devices in matters of problems and burdens. No state authority, no learned society broaches the issue of storing and cataloguing on a national level. 4

The Working Group led by Mr Hury met again at the Moscow IFLA meeting. This time, the question of newspaper definition has been particularly dealt with. The points of view were controversial, as it seems. In any case, a definition has not been published.

Our group is indebted to Mr Hury and his comrades-in-arms for the principles of action and for the starting point. We think of our activities as of the continuation of former endeavours. We learned from the former group that definitions should be tackled in a pragmatic way, and that the most important part of our activities is to compile an expensive inventory of newspaper problems and solutions. As the number of answers to Mr Hury's questionnaires has been somewhat disappointing, we thought it better to get in touch first

with the colleagues who were to answer our questions. In November/December, 1980, we issued 359 inquiries in the form of a letter in English, French, and Russian. They were posted to National Libraries as far as the addresses could be ascertained, to National Archives and, when these could not be found, to University Libraries, national library associations or the national ministrie in charge. Some of the addresses have been submitted by the Secretary of the Section on Serial Publications, most of them have been derived from the 'World of Learning'. The English text reads as follows:

> Ladies and gentlemen,
> The IFLA Working Group on Newspapers wants to get a general view as to the state of newspaper collections in various countries. Before disposing of your time by sending a questionnaire, we should like to ask you whether you are willing and able to answer our question concerning the newspaper collections in the libraries and archives of your country. We should like to include some questions about newspaper microfilming, too.

In June, 1981, positive answers coming from 86 countries have been received. At the end of June, the addressees who had not answered yet were reminded by letter. In the meantime, the questionnaire proper has been printed and sent to the institutions which had already answered our call. Posting and control of return is done by the Royal Library Stockholm where the evaluation of the survey will also be undertaken. The guidelines as well as the practica steps to be taken will be decided upon at the next meeting of the Working Group.

The Section on Serial Publications was kind enough to make available a moderate sum of money to back our activities. This money shall be spent to pay a technical assistant to Mr Mannerheim when he takes to the task of evaluating the returning questionnaires. This should also be a suitable method to speed up work.

The questionnaire contains six questions which have been subdivided in most cases:

1. How to distinguish newspapers from other periodicals in practice;
2. The scope of national collections, combined with a special question dealing with the collection of various editions of the same title;
3. Collection because of deposit laws, copyright regulations; the scope of these collections, and the practice of collecting this material;
4. Newspapers from abroad: Scope of collection and criteria according to which they are collected, with a special question dealing with newspapers of the Third World;

5. The existence of newspaper catalogues or union catalogues, and whether they are printed or not;

6. The share of microforms among the newspaper collections, divided as to domestic papers, foreign papers, and papers of the Third World; projects of current microfilming, of retrospective microfilming, of gap filling projects; finally the existence of microform catalogues and union catalogues, copyright restrictions regarding microforms and the interlibrary lending of microforms.

If all institutions which have agreed to answer these questions will really send back the completed questionnaire, the evaluation will yield an exciting summary of newspaper collecting and newspaper collections on a worldwide scale. Special attention has been given to the Third World and to newspaper microfilming. The Working Group is hopeful that a publication will be issued in the course of 1982. Up to now, there have been only a very few delays, so we can hope to observe our schedule.

3. International standardization.

The Working Group has spent a great part of its time to examine national and international standards of newspaper filming. Especially the international standard ISO 4087 and the German standard DIN 19 057 in its revised form which has now been issued as a proposal have been compared. It would be extremely useful to compare as many national standards as there can be detected. The first impression is that most films provide less bibliographical and technical information than there has been considered by the appropriate standard. It is true that the bibliographic description may be called the weak point of ISO 4087. When national standards related to newspaper filming have been compared on a large scale, the result would be of interest for the acquisitions librarian and would be apt to improve newspaper filming carried out by the libraries themselves. Moreover, the informations collected would be able to improve the compatibility of newspaper films. The Working Group hopes to publish a study comparing various standards. Mr Mannerheim has already made arrangements in this direction.

4. Various problems of newspaper librarianship.

Newspapers when collected in libraries need additional care compared with other forms of serials when stored and used. The microfilm which may ease the storage and user problems of newspapers has to be stored and used in a special manner itself. The Working Group has therefore given its special attention to the question of newspaper storage both of the paper copy and the microfilm. We contacted the IFLA Section on Conservation, calling their

attention to the problem. This seemed to be necessary the more so since the Principles for the Conservation and Restauration of Collections in Libraries published by the Section on Conservation do not explicitly take notice of newspapers. Therefore the general problems should be put forward to reach the professional public. On the other hand, there are a number of detailed questions of a special importance which should be solved quickly. As to the general presentation, the Working Group has developed the following plans: [1.] A certain German language publication of 1980, dealing with the durability of newsprint and microforms in libraries and which includes the international literature on this topic, should be translated into the English language to enlarge its dissemination.[5] [2.] The Working Group has resolved to publish a short manual for librarians compiling the conditions of storage and use being of consequence for newspapers in libraries. It should also take note of the errors eventually made in dealing with newspapers, giving an account of the means to avoid them. The manuscript is already in preparation and may very well be completed this year.

Moreover, the Working Group recommends to compile national and international recommendations and standards regarding the storage of newspapers. Besides, we recommend that a paper copy should be kept in the country of origin when the newspaper has been filmed. There are other recommendations as well, e.g. regarding microfilm negatives of the first generation which should never be used save to produce a second generation negative. In addition, it should be stored with special caution.

When the Working Group is giving recommendations in this way, we cannot hope to strike a response if they stay enclosed in the minutes of our sessions. We have resolved to compile a paper of the Group's recommendations and suggestions which will be submitted to the Section to be published in IFLA-Journal. The manuscript is already in preparation.

As to the current flow of information, the British Library has been so kind as to open the pages of its Newspaper Library Newsletter to the Group. Moreover, it will give notice of newspaper filming projects and may in this point be compared with the National Preservation Record of the Library of Congress. The Newsletter will function as a clearing house for newspaper filming projects in this way limiting the repeated filming of the same title as an economic measure.

A third point of interest is the intention of the editors to give a critical account of microform hardware, e.g. readers and reader-printers etc. The Group considers this to be very important and has discussed it at length.

5. Bibliographic projects.

It is difficult to get a general view of the market for newspapers on microform. This is embarrassing the acquisition of newspaper films by libraries. The Working Group first thought of compiling a bibliography of microform catalogues so far as newspapers are incorporated. Discussion proved that it would be more convenient to compile a title index of a certain catalogue already extant, the Micropublishers Trade List Annual (MTLA) published by Harvester Press. There have been first considerations together with a representative of the publisher but up to now without a result.

The Working Group has also encouraged other bibliographical projects in its field it came to know of, even if sometimes the help could only be of a moral value. That is true with regard to the running bibliography 'Newspapers in Libraries' including monographs, journal articles, and book reviews and which has been compiled by WILBERT UBBENS of Bremen UL (Federal Republic of Germany). The first year under report has been 1980, the bibliography will continue to be published. 44 journals have been looked through in the fields of librarianship and communication sciences, including English, French, German, Swedish, and Dutch titles. The Working Group would like to do more in favour of this bibliography which is situated right in the middle of our field of interest. We shall need the help of further colleagues, especially with a knowledge of languages not named. The Group would be happy to receive further assistance in this point.

At our meetings we discussed a variety of topics which have not now brought forward practical results, e.g. in the form of a recommendation or of a project. In Berlin and Stockholm we discussed the problem of international interlibrary lending of newspapers, especially the question of large format volumes which may be damaged in transit. On the other hand, the lending of film copies has been given some consideration. - There are some publications the Group has thought of as long-range proposals, e.g. a report comprising the current filming of the Swedish press. This is a project which has been planned successfully and may well serve as a model the knowledge of which should be disseminated widely to give assistance to similar projects in other countries.

6. Further planning.

Ladies and gentlemen, dear colleagues, I have given a tentative and incomplet account of the discussions and avtivities of our group. The working plan has been updated for the last time in January, 1981. It comprises the following points:

1. The final definition for 'newspaper'. The paper is under work now and may be approved at the next meeting.

2. The survey on national newspaper collections. We will discuss the returning questionnaires and the guidelines for evaluation at the next meeting. Mr Mannerheim will have a manuscript ready by mid-'82 when it may be discussed. I think the publication will take place at the end of 1982.

3. The conservation of original newspapers and microforms. In this matter we shall have to wait for the activities of the Section on Conservation. The Working Group will make efforts to take part in the discussion or at least to be heard with the objective that newspapers remain discussed.

4. Publications. First, a synopsis concerning the storage of newsprint and microforms, eventually as a translation. No date of issue has been fixed yet. Second, further negotiations concerning MTLA's title index.

5. International standardization. The Working Group will keep track of practical applications of ISO 4087 and publish the results. The project will be realized in 1985 at the earliest. In this connection the Working Group would like to explore the matter of different editions of one title. This is a very special subject important for EDP backed cataloguing and newspaper filming.

6. The Group will take notice of the further development of inter libra lending and the general development in the field of newspaper filming.

Work will not run short as the subject of our interest is growing again and again. But we do not want to hide our problems. They are connected with the travelling budgets of our libraries. For lack of money, the Working Group has not been able to meet at Leipzig. It should be emphasized that it is really impossible to treat the matter by letter only. We need further discussion, and we need the help of our colleagues. The Secretary of the Section has made a number of attempts to find more newspaper librarians, but there seems to be a general lack of interest as well as of money.

My report has been opened with JULES VERNE. Allow me to give the further prospects of our work with the words of the German poet GOTTFRIED AUGUST BUERGER:

Vor Feuersglut, vor Wassersnot
Mag sicher fort der Erdball rücken -
Wenn noch ein Untergang ihm droht,
So wird er in Papier ersticken. 6

Earth will safely turn away from inundation and burning heat -
She will be doomed to be suffocated in paper.

Thank you for your patience.

References:

[1] conf. Die Papierene Macht. Kleine Pressekunde, geschrieben von Zeitgenossen. Ed. by Karl d'Ester.- München: Pohl 1950 (Presse und Welt. 3.), p. 165

[2] ibid. p. 168

[3] ibid. p. 99

[4] conf. Willi Höfig: Die Behandlung von Tageszeitungen an wissenschaftlichen Bibliotheken.- München: Verl. Dokumentation 1975, p. 60

[5] Willi Höfig: Zeitungspapier und Mikrofilm. Ihre Lebensdauer im bibliothekarischen Betrieb.- Berlin: Deutscher Bibliotheksverband 1979 (AfB-Materialien. 24.)

[6] conf. d'Ester [Ref.1], p. 119

Report by Dr. Willi Höfig, The State Library Prussian Cultural Heritage, P.O.B. 1407, D-1000 Berlin 33 (Federal Republic of Germany).

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IFLA OFFICIAL PUBLICATIONS SECTION

47th. IFLA General Council, Leipzig, August 1981

The definition of official publications

1. At the 1979 Section meetings in Copenhagen, a paper on the definition of official publications was prepared but not discussed owing to lack of time. The decision was taken then to defer the discussion until the Leipzig meeting, and accordingly the earlier discussion paper is now presented again.

2. It had been hoped to supplement it with results from the survey currently being conducted by Mr.J.J. Cherns on the availability and use of official publications in libraries. The questionnaire for the survey included questions (i) on the definitions to be found in legislation e.g. legal deposit legislation (ii) on those in use in libraries and devised by them for their own purposes. Unfortunately the replies so far received reveal relatively little. They concern only the definitions to be found in legislation (none of the working definitions in use in libraries has been submitted so far) and the main conclusion to be drawn from them is that definitions are vague and do not answer the most difficult questions. However, all the replies are being analysed and a file of the information gathered has been opened for future use.

3. The Section is now asked to consider
   - whether it wishes to pursue the questions of the definition of official publications
   - what would be its objective in doing so
     e.g.- a definition of its own scope for the use of the Section
     - a set of practical guidelines for the use of other library bodies
     - a published compilation of existing definitions
   - whether a single set of principles could be devised that would be of sufficiently general use in all countries as to be worth attempting
   - by what means the questions can best be pursued
     e.g.- by a survey of existing practice
     - by the issue of a discussion document for wider circulation.

E.A. Johansson
Secretary
August 10 1981

Reference .....

IFLA
OFFICIAL PUBLICATIONS SECTION
~~Copenhagen, August 28 1979~~

The definition of official publications

The object of this paper is to take a first step towards defining more clearly the concerns of this Section. It is also to elucidate a very fascinating question and one which I suspect we are all often asked : what is an official publication ? There are very practical reasons for wanting an answer. Two exchange partners may be found to be offering very different things to each other; national bibliographies of official publications may include very different things; and it is important to be certain exactly what is meant by an official publication when dealing with questions of copyright protection. I believe that the members of this Section will find ourselves very much in agreement on this issue: yet it is well-known that there is no generally accepted definition. That given in the Unesco international convention on exchange is not precise and immediately raises a host of questions. Definitions differ as between countries and as between different libraries within a country, or as between the definition used in the legislation of a particular country and the more pragmatic understanding embodied in the practice of its libraries.

The Appendices A and B offer evidence of these variations. Appendix A gives extracts from a report on legal definitions prepared for this paper by the Congressional Research Service of the Library of Congress : their help is most gratefully acknowledged. Appendix B gives those definitions which it has been possible to cull from the library literature.

What then precisely are those publications with whose study and understanding this Section is concerned ?

This paper is a discussion paper, and a preliminary discussion paper at that. It offers no solutions, but consists of a list of the questions involved in arriving at a definition. Answers may be found to some of them. This initial discussion will be followed up by circulating the full report of the Library of Congress, and we suggest by further discussion next year.

One decision has however been taken in the organisation of this paper: I have avoided the enumerative approach to a definition, and preferred instead a theoretical one, as offering a better chance of agreement.

1. What is the definition of "official" ?

1.1. There would be general agreement that we are speaking of materials originating in government agencies of different kinds as a natural part of their legislative, regulatory, judicial, executive and other official functions. The Unesco international convention on the exchange of publications embodies the well-known phrase of Jean Meyriat : "publiés sur ordre et aux frais des pouvoirs publics".

Yet where does government end and the rest of the national community begin ? In "the country I know best" (to use the term favoured by the European Communities) there has been a progressive blurring of the distinction between what are called the public and private sectors. Bodies are set up by government to perform certain tasks which are clearly not part of the essential functions of governing a country, but for which public funds and some degree of public accountability are needed. They may subsequently enjoy a good deal of autonomy in the discharge of their functions, and a good deal of public trust. Examples in the UK are the British Broadcasting Corporation, whose relations with government are very subtle, many advisory bodies, the research councils and the industrial training boards and the regional development councils or the regional hospital authorities. The popular name for them in the United Kingdom is "quangos" - quasi-non-governmental organisations. To distinguish between these and what is called central government (those agencies that are directly funded by Parliament) is difficult, and there are no accepted classifications. Are we therefore to include as "official" all those bodies which have some connection with government through the way in which they were set up, the fact that they are administering public funds, or their kind of accountability ?

1.2. Is it possible to reconcile the differences between countries in what their governments take responsibility for ? For instance, over much of the world state-owned publishing houses do much of the learned or literary publishing which in the Western countries is done entirely by commercial publishers or learned institutions: management of industry may be much more direct in some countries than in others. Can a novel or a volume of poetry be an official publication if it is produced by a state publishing house in country A when it would have been a commercial publication in country B ?

1.3. Governments throughout the world have extended their competence into all subject areas, for instance into the funding and maintenance of universities, the supervision of art galleries or the investigation of the culture of ethnic minorities, and into the pure and applied sciences. I have in my own library heard the point of view expressed that the publications that result cannot be considered as official. Moreover, as a natural by - product of their functions, government bodies may publish materials which are not intimately connected with those functions: a procurement agency may issue a training manual for electricians which is much like any other training manual for electricians: a ministry of health may issue a book of recipes. Again, I have heard the point of view expressed that these are not official publications, although other publications of the same authorities may be.

It should be pointed out that to a certain extent our view of what is the business of government is historically conditioned. 150 years ago, the countries of Western Europe would not have regarded the central management of economic growth as part of it; sixty years ago, they would not have regarded race relations as a part of government's business; yet now both functions are firmly entrenched in the central administrative structures. Our views are also partly determined by the country in which we live.

(4) Non-Parliamentary publications, comprising all papers of Government Departments not contained in the first three classes,
(5) Charts and Ordnance Maps.

(Treasury Circular, January 9 1958, as amended by Treasury Circular March 1 1965)

JAPAN

[Under Article 24 of the National Diet Library Law, the term 'government publication' is defined as any publication falling under one of the following categories printed by or for an agency of the government :

(1) books (2) pamphlets (3) publications in series (4) musical notes (5) maps (6) works produced by motion picture techniques (7) phonographic records and works produced by machines designated to produce sound mechanically, and (8) in addition to those mentioned in the preceding categories, works reproduced as documents or charts by printing techniques and other mechanical or chemical processes.

Government agencies include :

(1) in the legislative branch, the House of Representatives, House of Councillors, Judge Impeachment Court, Judge Indictment Committee, National Diet Library

(2) in the executive branch, the Cabinet and agencies falling under articles 3,8 and 9 and table 1 of the Government Organisation Law, Board of Audit, etc.

(3) in the judicial branch, the Supreme Court, High Court, District Court, Family Court, Summary Court, Prosecutor's Office, Inquest of Prosecution, etc.

In addition, a government-regulated agency such as a public corporation or enterprise whose budget is submitted to the Diet for the latter's approval is considered a government agency].

(Transl. from the National Diet Library Law, July 16 1957)

MAURITANIA

... writings with an official nature ... include among others the official gazettes, yearbooks, bulletins, circulars, decisions, maps, executive orders, decrees, laws, documentation brochures, plans, engravings, reports, studies and information reviews ... any type of writings ... which are reproduced by printing or by any other mechanical or chemical means and which are published and made available for sale or distribution by public agencies, public and semi-public enterprises and services, by the courts and hurisdictions, and by the legislative bodies of the state and the public collective bodies'.

(Transl. from Journal Officiel de la Republique Islamique de la Mauritanie, vol.xi, no.246, January 15 1969).

Legal definitions of official publications

AUSTRALIA

'All documents emanating from departments established under the Public Service Act which are intended for use other than within the Departments issuing the documents, excluding (a) forms and (b) documents having a security restriction placed on them'.

(Treasury Instructions establishing the Australian Government Publishing Service, 1969)

CANADA

'... made available to a limited audience such as public servants, consultants and academics, or to a wider audience such as libraries and the general public'.

(CANADA, Parliament, Standing Joint Committee on Regulations and other Statutory Instruments, Issue no.1, 11 May 1976).

EUROPEAN COMMUNITIES

'Tout écrit multiplié dont l'édition comporte une depense budgétaire et destiné essentiellement à l'extérieur'.

(PUB (77) 352, rev.1, paras. 3-4, annex 2. 1977)

FRANCE

'In principle publications may qualify as official if they come from an administrative body or public service body with public accountability - and if they contain the name of that organisation either in the title or the sub-title or on the cover with the indication that it is the main author or bears the main responsibility for the publication'.

(FRANCE, Ministere de l'Education Nationale. Inventaire générale des publications officielles. Première série : institutions centrales de l'état, tome 1 : publications administratives et techniques, 1937-1938. Paris, Libraries Berger-Levrault, 1940).

GREAT BRITAIN

'... (1) Bills and Acts of Parliament, Statutory Rules and Orders and Statutory Instruments,
(2) Other Parliamentary papers, including Reports of Select Committees of both Houses and Papers laid before Parliament by Statute and by Command,
(3) The Official Report of the House of Lords and House of Commons Debates (Hansard),

not administrative bodies but which are supported mainly by public funds, and publications by corporate bodies concerned with public law which are registered as societies. In official publications are reflected the will and the activities of the state ... '

KUNZE, Horst et al. (Translated from) Lexikon des Bibliothekswesens. Leipzig, Verlag für Buch-und Bibliothekswesen, 1969

USA

'... any publications in book or non-book or non-book form bearing a government imprint, e.g. the publication of federal, state, local and foreign governments and of world organisations such as the United Nations, European Common Market, etc'.

AMERICAN LIBRARY ASSOCIATION: ALA Library Statisties. A handbook of concepts, definitions and terminology Chicago, 1966

A government publication is a publication: (1) bearing the imprint of the Government Printing Office for the use of a government agency; (2) or a publication bearing the name, imprint or seal of a government agency and recognized and used by such an agency in its operations or distributed officially in the course of government business; the aforementioned criteria shall apply regardless of whether it was printed at the Government Printing Office or whether the cost of the printing was charged to government or private funds; (3) or a publication which is issued by a commercial establishment, organization, journal or individual and of which an edition or reprint is obtained by a government unit, provided the reprint or official edition bears the printed name, imprint, or seal of the agency concerned; it shall not include reprints which are purchased by the government, but which do not contain the printed name, imprint, or seal of the agency distributing it; the fact that a government officer or employee is the author of the article shall not operate to make the article a government publication.

SCHMECKEBIER, L.F. Some problems of government publication (in) AMERICAN LIBRARY ASSOCIATION Committee on Public Documents, Public Documents, Chicago, 1939

'Any publication printed at government expense or published by authority of Congress or any Government publishing office, or of which an edition has been bought by Congress or any government office for division among members of Congress or distribution to government officials or the public, shall be considered a public doucment'.

Checklist of US Public Documents, 1789-1909 (3rd. ed.) USGPO, 1911

USSR

'... the publications of central Soviet bodies, proceedings of the meetings of the supreme legislative body of the Soviet Union, the Supreme Council [Soviet] of the USSR, sets of legislative and diplomatic papers, codes, statistical handbooks and similar materials and state approved

standards ...'

KANEVSKII, B.P. "On acquisition of official publications and their use in the State Lenin Library of the USSR" A paper presented to the Committee on the Exchange of Official Publications of the IFLA, Moscow, September 1970. (Quoted in Encyclopaedia of Library and Information Science, vol.10, New York, Marcel Dekker, 1972)

'Official publications is a term used for works published in the name of institutions or public-legal corporations with the aim of regulating the life of the state, and informing or acting on public opinion .. The publications of intergovernmental organisations form a special class .. As well as publications whose official nature is obvious, there exist the so-called "semi-official" publications. These are firstly publications from autonomous-judiciary organisations which receive material and every other sort of support from the government or its organisations, secondly, publications for which the government does not bear formal responsibility, although it has played some part in their creation'.

KRICHEVSKII, G.G. (Transl. from) Bibliography of the official publications of overseas countries (Trudi Biblioteki AN USSR, 1955)

UNESCO

'... the whole range of documents, books, periodicals and other works published by order and at the expense of the public authorities'.

MEYRIAT, Jean. (Translated from) L'étude des bibliographies courantes des publications officielles nationales (Unesco, 1958)

Can we therefore ignore the subject - matter of publications in deciding what is official and what is not, and take the provenance of publications as our sole criterion ?

1.4. Are we concerned with government in the smaller administrative divisions, or only that at national level or the level immediately below ? In many countries there is no simple hierarchical relationship between the two : can the smaller divisions therefore be taken as an integral part of the nation's machinery of government ?

2. What is the definition of a publication ?

2.1. There exists a wide range of methods of availability between full "for-sale" publication and restriction within an orginating authority. Documents which are expected to be of limited general interest may achieve circulation outside the body that produced them to a mailing-list of interested individuals or institutions: scientific reports are sometimes a good example of this. They may be issued with a clear intention that they should not go beyond a certain distribution: this is the case with some consultative documents, and the European Communities produce a good deal of material that falls into this category. Changes in reprographic technology have made this kind of circulation much more common. Does it in fact constitute publication ? Free brochures may be put into the mail-boxes of all house-holders in the country. Documents such as the electricians' training manual may be issued for internal use, and yet there may be no valid reason to restrict them and no stated restriction upon them. Any materials of this kind may be very difficult for libraries to acquire: who among us has not at some time been refused an item of one of these types on the ground that it is "not a publication" ? Where along the spectrum are we to draw the line between "published" and "not published" ?

2.2. There are countries which include within the definition of "publication" those documents which are made available, not by being circulated to a public outside the originating department more or less at the time when they were produced, but by being made available for inspection in national archives or in government agencies under some form of freedom of information legislation. I myself have encountered cases of confusion between the meaning-of "published" in the former sense, and "published" in the latter sense, and I personally prefer the term "opened" for these latter cases. If we are to achieve a precise definition we must take account of this problem also.

3. Are we to include in official publications those reports or studies which are commissioned by government authorities from other organisations ? They are in the majority of cases issued by the government authority, but the intellectual content is the responsibility of the other organisation.

4. May we include as "official" publications sponsored by government authorities but published by or jointly with commercial publishing houses ? In the Federal German Republic, for instance, it is difficult to distinguish between publications produced by government agencies themselves, and those published through commercial publishing - houses, such as the Deutscher Bundes-verlag GmbH, which are unquestionably private companies.

5. Is it our object to produce a definition that would be universally applicable ? Any definition of official publications for one country must be informed by an understanding of the constitution and political arrangements of that country. But countries differ, and therefore at the very least interpretations of a general definitio will be likely to differ. Is this in fact to be regretted, or should a pragmatic approach that takes account of differences be the objective ?

6. The following definition is offered as a basis for discussion :

An official publication is any document, printed or produced by any other reprographic method, issued by an organisation of one of the following types and available without stated restriction to a public wider than that organisation :

(i) any legislature of a nation-state, or federation of states, or of a province or regional sub-division which has its own means of raising funds or is the recipient of funds from the superior organ;

(ii) any executive agency of the central government of such a nation-state, federation, state, province or regional sub-division; or any court or judicial organ;

(iii) any other organisation which can be considered to be official, or governmental in type, in the sense that it was set up by such a legislature or an executive agency of central government and maintains continuing links with that body, whether through direct funding, or through its reporting mechanism or its accountability;

(iv) any international association of whom the members are national, federal, state, provincial, or regional governments or official organisations as defined above of such governments.

Eve Johansson
July 1979

Library definitions of official publications

CANADA

'A government publication is created when a document prepared by or for an agency of government is reproduced and circulated to individuals and groups other than those advising or negotiating with the government concerning the subject-matter of the document'.

PROSS, Paul and PROSS, Catherine. Government publishing in the Canadian provinces, a prescriptive study. University of Toronto Press, 1972

'A government publication is a document produced in any form and issued under the authority of a government or one of its agencies. The term government will include government at any level - municipal, regional, provincial, state, territorial, national, as well as international intergovernmental organisations'.

NATIONAL LIBRARY OF CANADA. Response to a questionnaire for its report Collections of official publications in Canada (Research collections in Canadian Libraries) 1976

'Any paper, map, pamphlet or book, manuscript or printed, originating in, or printed with the imprint, of, or at the expense, or by the authority of any office of a legally organised government'.

BISHOP, Olga. Publications of the governments of Nova Scotia, Prince Edward Island and New Brunswick, 1758-1952. National Library of Canada, 1957

FRANCE

'As a matter of principle, publications which bear, either at the head of the title-page the name of a public body as chief author, or which bear under the title, in the body of the text or on the cover, a mention establishing that the responsibility for its publishing is accepted by some public body: such publications are termed official publications of a public body or of a body of a general nature subject to the control of a public body. Graphic editions which may bear a clear indication that a public body is responsible for their creation should also be considered official'.

Transl. from DAMPIERRE, Jacques de. Les publications officielles des pouvoirs publics. Paris, Picard & fils, 1942

GERMAN DEMOCRATIC REPUBLIC

'Official publications are those from government bodies, regional government bodies, municipal administrations and from corporations and corporate bodies, institutions and foundations concerned with public law; "semi-official" publications are those affected by any of the abovenamed institutions. Official Publications either have an administrative aim (publishing or expounding laws, regulations and so on) or the aim of disseminating information (for instance by publishing statistics). We must also accept as semi-official publications of institutions which are

UNESCO

'For the purpose of the present Convention, the following are considered official publications and government documents when they are executed by the order and at the expense of any national government authority : parliamentary documents, reports and journals and other legislative papers; administrative publications and reports from central, federal and regional governmental bodies; national bibliographies, State handbooks, bodies of law, decisions of the Courts of Justice; and other publications as may be agreed. However .. the contracting States shall be free to determine the official publications and government documents which shall constitute exchange material'.

(UNESCO. Convention concerning the exchange of official publications and government documents between states, Adopted by the General Conference at its tenth session, Paris, 3 December 1958).

USA

'... informational matter which is published as an individual document at government expense or as required by law'.

(US Code, title 44, section 1901)

'... issued by the state, the legislature, constitutional officers, or any department, commission or other agency thereof or prepared for the state by private individual or organisation and issued in print, and "print" is defined to include all forms of duplicating other than by the use of carbon paper'.

(CALIFORNIA, Library Distribution Act, 1965)